

MAR. -07'96 (THU) 17:19 OFFICE OF CAO

TEL: 415 554 4849

P. 002

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TEL: 415 554 49

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## OFFICE OF THE CHIEF ADMINISTRATIVE OFFICER

**WILLIAM L. LEE**  
CHIEF ADMINISTRATIVE OFFICER

February 22, 1996

Mayor Willie L. Brown, Jr.  
Members of the Board of Supervisors  
401 Van Ness Ave., Third Floor  
San Francisco, CA 94102

Dear Mayor Brown and Members of the Board of Supervisors:

As a result of situations which occurred during the conduct of the November and December, 1995 elections, I formed a Task Force to look into the Registrar's Office. Their charge was to review all aspects of the office and to develop a comprehensive plan for ensuring that San Francisco had a state-of-the-art elections department. The result of those deliberations is attached to this letter.

I request that the Board of Supervisors reopen the hearing on the Registrar's Office so that this report can be discussed with you.

Should you have any questions, please feel free to contact me.

Sincerely,

*William Lee*  
William Lee  
Chief Administrative Officer

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TO: KAREN SKRIVER  
252-0461  
FR: STEVE NELSON

9 PAGES



### SUMMARY OF RECOMMENDATIONS

#### VOTING METHOD

1. Continue to review other vote count systems and possibly work with Santa Clara County in the development of a better vote count system which relies less on translating candidate names to vote card numbers.
2. Implement absentee voting in the Veterans Building until such a time as the Registrar's Office returns to the Civic Center area.
3. Instruct the Citizens Advisory Committee on Elections to work with the Registrar's Office in developing a proposal for a Charter Amendment which would allow local elections to be conducted entirely by mail.
4. The Registrar should issue a press release prior to election night with estimates of the times that election results will be available.

#### OFFICE ORGANIZATION

1. Computer management should be broken out of the Operations Division and made into a separate division.
2. Training of both poll workers and temporary staff needs to be better managed. A new training position is recommended.

#### STAFFING

1. The following staffing changes are recommended:
  - Add a Computer Manager
  - Add a Trainer
  - Add 4 Assistant Division Managers.
  - Upgrade the Secretary to an Administrative Assistant
  - Upgrade the Accounting position
  - Trade 2 Clerk Typists for 2 Elections Workers

#### EQUIPMENT

1. Upgrade all computer terminals in the office to Pentium PC's.
2. Upgrade the vote count system by purchasing three Pentium PC's (up from the existing two) and rent additional ballot card readers.
3. Replace mail processing equipment which is old and in need of repair.

#### TRAINING

1. Add the Trainer position mentioned above to coordinate training for poll workers and temporary employees.

#### POLL WORKERS

1. Support State legislation which would allow 16 and 17 year olds to be poll workers.
2. Target Social Studies programs at City College and San Francisco State for recruitment of poll workers.
3. Explore the concept of having one City employee assigned to each polling place in the City.
4. Provide positive reinforcement to poll workers who perform well.

#### LOCAL PRINTING

1. Continue with the new policy of printing all elections materials locally.

PRINTING QUALITY

1. Assign Registrar staff to oversee the printing, assembly and mailing of all ballot materials. Employees should be on-site at the locations of the various contractors used for these purposes.
2. Color code all elections materials by ballot type so that the materials can be easily scanned for problems.

VOTER REGISTRATION

1. Help private organizations identify areas of low voter registration and low voter turnout.
2. Assist these same groups after registration drives to determine how effective the drive was.



**REPORT OF THE CAO ELECTIONS TASK FORCE**

The Elections Task Force was established by the Chief Administrative Officer in response to situations which occurred during the November and December elections. The CAO chaired the Task Force whose members included:

John Mott-Smith, Secretary of State's Office  
Janice Atkinson, Registrar of Voters, Sonoma County  
Bradley Clark, Registrar of Voters, Alameda County  
Citizens Advisory Committee on Elections  
Ed Canapary  
Chris Bowman  
Rathleen Grogan  
Susan Horsfall  
Marcel Kapulica  
Martha Knutzen  
Gail Morthole  
George Mix, Jr.  
Peter Nardoza  
Albert Reen  
Samson Wong  
Julie Moll, Ex-officio (City Attorney's Office)  
Germaine Wong, Ex-officio (Registrar of Voters)

Steve Nelson, CAO Chief of Staff, acted as staff to the Task Force.

**CONCLUSIONS**

The Task Force reviewed a number of issues regarding the operation of elections in San Francisco. The charge given to the Task Force was to assist the City in developing a state-of-the-art elections system for San Francisco. The conclusions of the Task Force as related to these issues follows.

**Voting Method**

San Francisco presently uses a voting method which requires a voter to identify a candidate by number and then punch that corresponding number on a ballot card. The Task Force was concerned that the problem which occurred in the November, 1995 election (misbinding of voter information pamphlets resulting in some voters receiving the wrong candidate numbers) would result in voters thinking they had voted for a particular candidate when, in fact, they were actually voting for another candidate. As such, the Task Force looked at various other methods of voting, all of which had the common thread of allowing a vote to vote based on a candidate's name rather than having to translate a name to a number.

Voting systems do exist which allow the names of the candidates and a description of the races to be placed on the material which is actually counted. Unfortunately, these systems also have downsides. All systems require a great deal of additional voting materials to be produced, requiring a greater number of pieces of voting material be counted. Where mechanical card readers are used, this could actually slow down the vote count. San Mateo uses a system which allows ballots to be counted at each polling place, with results uploaded via a computer disk. The downside of this system is that a logic and accuracy test must be run on each counting instrument. In San Francisco, this means that each of some 600 devices must be completely tested before and after the election.



Ms. Wang distributed a study commissioned by Santa Clara County, which is looking for a new vote count system. Their conclusion was that there were no complete vote count systems currently in existence which represented a great improvement over any of the systems currently in place. There may be some interest in developing a new system in conjunction with Silicon Valley computer firms.

The Task Force concluded that the Registrar should continue to search for a new vote count system and should attempt to work closely with Santa Clara County on developing the specifications for a new system.

There was also a discussion of the pros and cons of implementing a complete vote by mail system for local elections (State and Federal elections would be held in accordance with prevailing laws regarding the conduct of such elections). At present, the Charter requires that polling places be established for each election. Thus, without a Charter change, an exclusive system of voting by mail is not possible. Three attempts have been made to change this provision of the Charter. All three attempts failed to receive the necessary voter approval. Given the lower cost of running such an election, and the resultant higher voter turnout, the Task Force felt that it was appropriate to investigate this matter further and, as such, recommends that the Mayor and Board of Supervisors instruct the Citizens Advisory Committee on Elections to work with the Registrar of Voters to develop a proposal for a Charter amendment which would allow the City to conduct local elections by mail. The Secretary of State representative on the Task Force, Mr. Mott-Smith, was neutral on this subject.

The Task Force endorsed the request of certain members of the Board of Supervisors regarding absentee voting in the Veterans Building.

Finally, in regard to vote counting, the Task Force recommended that the Registrar issue a press release before each election detailing the approximate times that results will be made available on election night. It was felt that this increased communication with the press would be beneficial to both parties on election night and would result in fewer misunderstandings with the press.

#### Office Organization

The Task Force relied mainly on the experiences of Ms. Atkinson and Mr. Clark. Both felt that the basic organization of the Registrar's Office was proper. Both felt that the computer area deserved a manager of its own. Alameda County has a manager for the computer area, as well as another full time employee. Due to a budget cut a couple of years ago, San Francisco's computer area is managed by the same person who manages the operations area. The operations area includes maintenance of the voter registration file and absentee voting. Because computer operations tend to peak at the same time as the vote count, this person probably has too many responsibilities during that period.



Additionally, there was concern that the training of poll workers and the training of temporary office employees may be suffering due to the lack of a year-round training position. Temporary employees assist in training poll workers, but line managers are responsible for training most of the seasonal temporary employees. Given that the line managers are working managers (as opposed to simply managing), training may not get as much emphasis as it should.

Given these two concerns, the Task Force recommended that the Registrar consider changing the organization structure to include training and computer management.

#### Staffing

The Task Force, as a result of the input from Mr. Mott-Smith, Ms. Atkinson and Mr. Clark, felt that there was a serious understaffing problem in the Registrar's Office. This understaffing, in turn, led to employee burnout and was, in no small part, a leading contributor to the problems experienced in both the November and December election. Additionally, members of the Task Force felt that the use of "working" managers (managers who must supervise other staff while still performing a great deal of line work) also led to some of the problems.

The discussion in this area generally followed the discussion of the office organization. Mr. Mott-Smith reported that a comparison of San Francisco with other California counties of similar size revealed that San Francisco had about half the number of staff that these other counties did. Both Ms. Atkinson and Mr. Clark felt that San Francisco was getting by with far fewer permanent staff than was appropriate. As stated above in the organization discussion, there was general belief that at least one full time staff person was needed for the computer area and that a full time trainer was needed.

Ms. Wong proposed the following organizational changes:

- Add 1 Computer Manager
- Add 1 Trainer (see below)
- Add 4 Assistant Managers, one for each office program
- Upgrade Secretary to Administrative Assistant
- Upgrade Accounting position reflecting more duties
- Trade 2 Clerk Typists for 2 Elections Workers

The upgrade of the Secretary to an Administrative Assistant would allow the Registrar to have an additional higher level employee to handle various office functions, including analysis and report preparation and back-up support to the division managers. The trade of the Clerk Typists for the Elections Workers would give the office more flexibility in assignments, including the training and supervision of temporary staff.

Ms. Wong proposed that the training position be a trainer/outreach coordinator position. The person in this position would assist the managers with the



development of training programs for the poll workers and temporary office staff, but would also assist with recruitment of polling places, poll workers and voter registration efforts.

#### Equipment

There was a general feeling that the equipment in the Registrar's Office was not adequate. Ms. Wong reported that the workstations connected to the file server include dumb terminals, 286 and 386 PC's. The two vote count PC's are old technology 486 PC's. These PC's are connected to very old ballot card readers which tend to break down frequently. Ms. Wong reported that other equipment used to process the mail is also old and in need of replacement.

Task Force members felt that it was very appropriate to replace the old computer equipment with new Pentium PC's. These PC's are faster and the better video displays in them allow computer operators to check signatures without as much eye strain. Ms. Wong proposed to also buy three Pentium PC's for the vote count system, an increase from the existing two PC's. Rather than buy new ballot card readers, Ms. Wong proposes to rent the readers. This will allow the vote count operation to be expanded to three PC, thereby increasing the speed of the count. However, since the City would not be buying the additional card readers, there would not be any sunk costs involved should the City decide to change voting systems to something which did not need this type of card reader.

The Task Force agreed with Ms. Wong's recommendations, both regarding the computer products and with the replacement of the mail processing equipment.

#### Training

Task Force members made a number of comments regarding the adequacy of training of both poll workers and temporary employees. Ms. Atkinson and Mr. Clark both provided materials used in their respective counties. Ms. Wong reviewed these materials and felt that a lot of the information was already included in San Francisco's training materials.

Ms. Wong also felt that the addition of the training position would allow San Francisco to better coordinate the training of both poll workers and temporary employees.

#### Poll Workers

This item generated the largest amount of discussion, as it was the area in which Ms. Wong felt San Francisco needed the most assistance. Generally, San Francisco must scramble to find an adequate number of poll workers. Every election, some number of precincts do not open on time because poll workers do not show up on time. Ideas to increase the pool of potential poll workers and to improve the percentage of polls opening on time included the following:

- support for legislation at the State which would allow 16 and 17 year olds to be poll workers
- a program which would allow people to 'work off' parking or traffic violations by being poll workers
- enlarging the concept of 'jury duty' to 'civic



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- duty", which would allow a citizen to get credit for "civic duty" by being a poll worker
- assigning at least one City employee to be a poll worker at every precinct
- targeting students at City College of San Francisco more than is presently done

After discussing these concepts, the Task Force felt that the most appropriate methods would include support for the 16/17 year old poll worker legislation, targeting of City College students and exploring the concept of one City employee at each polling place. There was concern that the parking/traffic violation "work-out" would result in scofflaws being poll workers, something that the Task Force was uncomfortable with.

The Task Force agreed that the training position mentioned above could also be used to assist in the recruiting of poll workers.

The Task Force also felt that some positive reinforcement should be provided to poll workers who had performed well. There was some discussion of the type of reinforcement to be provided (ranging from certificates of merit to donations from private industry), but no firm recommendations were made.

#### Local Printing

Ms. Wong reported that only printers in the Bay Area would be used in the future. The Task Force agreed with this move, as it will be easier for the Registrar's Office to monitor the preparation of all ballot materials..

#### Printing Quality

The Task Force discussed methods for ensuring that the printing of all ballot materials was done correctly. Ms. Wong distributed a report she had commissioned from a statistician which indicated that some 23,000 random ballot books would need to be reviewed in order to have a 99% certainty (+/-1%) that all materials were properly prepared and addressed. Since such a review is not practically possible, other methods were discussed.

Ms. Wong proposed the following, which the Task Force agreed was appropriate.

Registrar's employee(s) would be on site during the preparation of the ballot materials and would perform spot reviews of the process. In addition, all materials related to a particular ballot type (both the cover and the inside pages) would be color coded. In that way, a Registrar employee could make an inspection of a pallet of ballot material and quickly determine if there were major problems by noticing a change in colors within the material.

Registrar employees will also be on site at the mail house to ensure that the proper ballot books are addressed and mailed to the appropriate area of the City.

#### Voter Registration

There was a discussion of how the Registrar's Office might be of greater assistance in voter registration



drives. Currently, the office, when it has the time, assists in such drives. However, the office feels that more work is needed, particularly in the Vietnamese, Hispanic and Russian emigre communities, where registration percentages are relatively low.

The Registrar proposed, and the Task Force agreed, that the addition of the training position, and the addition of new assistant manager positions, would allow the office to do more work on registration drives. Task Force members also suggested that the office look at the use of alternative media (other than print) such as television and the Internet, to increase awareness of the voting process.

The Task Force also agreed that the Registrar should help private organizations better identify areas of the City with low registration and/or low turnout percentages, thus allowing these organizations to better target their resources. Additionally, the Registrar should provide assistance to these organizations after registration or turnout drives to help them measure how successful the drive was.



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the recording and counting of votes. This supplemental appropriation request would fund a new MIS Specialist III position and related costs in order to support information systems and other improvements for the Registrar of Voters. These improvements are intended to ensure better tracking and recording of votes and lessen the likelihood that an election will be jeopardized because of error on the part of the Office of the Registrar of Voters.

Currently, the Registrar of Voters has no position dedicated to the maintaining Department's computer system. Instead, computer system maintenance is performed on an ad hoc basis by various members of the Registrar of Voters staff. The proposed new MIS Specialist III would be solely responsible for maintaining and enhancing the Department's information systems on an ongoing basis, as well as responding to management and client demands for electoral information. According to Ms. Germaine Wong, Registrar of Voters, an MIS Specialist III was eliminated by the Mayor from the Department's FY 1993-94 budget, although the need for that position has continued. Ms. Wong advises that existing staff members perform MIS functions at the expense of their regular job duties, and the addition of this proposed new position would enable the existing staff to carry out their regular responsibilities in a more effective manner.

The cost for this MIS Specialist III for 7.2 pay periods, from March 18, 1996 to June 30, 1996, would be \$16,949. The remaining Permanent Salary costs, at \$1,797 (\$18,746 less \$16,949), would support a portion of the \$5,500 cost (approximately 25 working days) to fund the refilling of one Division Manager position which was done immediately after the prior incumbent resigned. Otherwise, the position could not have been filled until the resigning employee had used all her accumulated vacation and compensatory time off. (See Comment 3.)

The Division Manager who resigned occupied a professional position with a Z class designation. Mr. Wendell Pryor of the HRD advises that the appointing authority (in this case, the Registrar of Voters or the CAO) has the authority to allow or disallow an employee with a Z class designation to continue on the payroll at the termination of their employment until their compensatory time off has been exhausted. Mr. John Taylor, Clerk of the Board of Supervisors, advises that departments differ in regard to their policies on allowing Z class employees to remain on the payroll until their compensatory time is exhausted. Mr. Taylor advises that, in general, he does not allow Z class employees to remain on the



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payroll until their compensatory time is exhausted, except in extenuating circumstances, such as illness of the resigning employee.

According to Mr. Steve Nelson of the Office of the Chief Administrative Officer (CAO), the Division Manager position is needed in connection with preparation work for the primary election in March, 1996.

The Temporary Salary costs, at \$32,370, and Overtime costs, at \$9,960, for a total combined Temporary Salary and Overtime request of \$42,330, are included in the proposed supplemental appropriation. For the purposes of this analysis, we have combined Temporary Salary and Overtime costs, since the Registrar of Voters may transfer expenditures between these two line items, according to Mr. Madden.

Mr. Nelson reports that the Registrar of Voters requires additional funds for Overtime and Temporary Salaries for the following reasons:

- Two new political parties — the Natural Law Party and Reform Party — submitted signature cards for verification at the time of the November, 1995 election, when Registrar of Voters staff was unavailable. Therefore, the Registrar of Voters hired temporary personnel to verify the signature cards;
- In previous years, voters have had the option of voting at City Hall instead of their precinct. In the March, 1996 election, voters will have the option of voting either at 633 Folsom Street, the Registrar's new office, or at the War Memorial. Therefore, the Registrar of Voters will require sufficient personnel to staff both locations for the March, 1996 primary election;
- Overtime hours were incurred to correct procedural problems related to the November, 1996 elections; and
- The Registrar of Voters has added a new quality control function — a review of the ballot pamphlets — that requires additional staff hours.

According to Ms. Wong, specific new expenditures for Overtime and Temporary Salaries are as follows:



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<i>Temporary Salaries</i>	<u>Number of Hours</u>	<u>Approximate Cost per Hour</u>	<u>Total Cost</u>
Voting at War Memorial	400	\$18.50	\$7,400
Voter Pamphlet Oversight	360	18.33	6,600
Two Additional Political Parties — Natural Law and Reform — for November, 1995 election*	240	18.33	4,400
Poll Worker Recruitment	800	18.36	<u>14,700</u>
<b>TOTAL TEMPORARY SALARIES</b>			<b>\$33,100</b>
<i>Overtime</i>			
Voting at War Memorial	100	28.00	2,800
Voter Pamphlet Oversight	120	39.17	4,700
Two Additional Political Parties — Natural Law and Reform — for November, 1995 election*	90	27.78	2,500
Employees to Open Polling Places for 12/12/95 election*	245	20.00	<u>4,900</u>
<b>TOTAL OVERTIME SALARIES</b>			<b>\$14,900</b>
<b>TOTAL OVERTIME AND TEMPORARY SALARY NEED</b>			<b>\$48,000</b>

\*These activities, totalling \$11,800, have already been completed and paid from the Registrar of Voters FY 1995-96 budget.

The following table shows the Budget Analyst's analysis of Overtime and Temporary Salaries for FY 1995-96, based on a projection of year-to-date expenditures, and expenditures associated with the proposed supplemental appropriation request:



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<u>Item</u>	<u>FY 1995-96 Budget</u>	<u>Supplemental Appropriation Request</u>	<u>Actual Expenditures Estimated from 7/1/95 Through 1/31/96</u>	<u>Estimated Expenditures from 2/1/96 Through 6/30/96</u>	<u>Estimated Budget Surplus (Deficiency)</u>
Overtime	\$32,000	\$9,960	\$90,575	\$72,196	(\$120,811)
Temporary Salaries	<u>1,038,645</u>	<u>32,370</u>	<u>510,701</u>	<u>393,486</u>	<u>166,828</u>
<b>TOTAL</b>	<b>\$1,070,645</b>	<b>\$42,330</b>	<b>\$601,276</b>	<b>\$465,682</b>	<b>\$46,017</b>

As indicated on the above table, the Budget Analyst anticipates that the Registrar of Voters will have a surplus of \$46,017. However, Ms. Wong advises that Overtime and Temporary Salary costs will be higher for the March, 1996 primary election than for both of the previous two elections this fiscal year, because each voter must receive a ballot pamphlet specific to his or her political party, and there are eight political parties for this primary election. Based on Ms. Wong's explanation and based on our analysis, we conclude that the \$46,017 surplus estimated above is needed by the Registrar of Voters.

Mandatory Fringe Benefits are included in the proposed supplemental appropriation at \$14,919. Mr. Nelson advises that Mandatory Fringe Benefits are typically calculated at 22 percent of permanent salary costs. Permanent Salary costs are included in this proposed supplemental appropriation request in the amount of \$18,746, of which 22 percent equals \$4,124. Mr. John Madden of the Controller's Office reports that Mandatory Fringe Benefits are required for Temporary Salary costs as well as Permanent Salary costs. Temporary Salary costs are included in the proposed supplemental appropriation request in the amount of \$32,370, of which 22 percent equals \$7,121. Therefore, the total amount of Mandatory Fringe Benefits needed is \$11,245 (\$4,124 plus \$7,121), or \$3,674 less than the requested amount of \$14,919.

Equipment purchases, at \$54,000, include \$4,000 for special equipment required for voting at the War Memorial building. The remaining \$50,000 would support a new telephone system. Mr. Dan McFarland, Director of the Department of Electricity and Telecommunications advises against the purchase of a new telephone system, because establishing a new phone system would not remedy the existing call processing problems. Mr. McFarland reports that DET is working very closely with the Registrar of Voters, Pacific Bell, and Siemens/ROLM to put in place solutions to resolve



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any call processing problems. These solutions include the use of an automatic call distributor and establishing maintenance fixes associated with the present Pacific Bell Voice Mail System, according to Mr. McFarland.

Other Current Expenditures, at \$65,200, would support the following:

<u>Item</u>	<u>Quantity</u>	<u>Cost</u>
Ballot card reader rental	4	\$2,000
Van purchase	1	7,100
Printers	3	7,500
Personal Computers	9	19,800
Voting Booth Lights	4,000	28,800
Total Other Current Expenditures		\$65,200

According to Mr. Ara Minasian of the Purchasing Department, the costs for the Van Purchase, Printers, and Personal Computers are reasonable. Mr. Minasian advises that the Purchasing Department is unable to provide cost information for the Ballot Card Reader Rental or the Voting Booth Lights. The \$7,100 amount for the purchase of a van would supplement \$15,000 already included in the Registrar of Voters budget. The cost of a natural gasoline fueled van would be \$22,000 to \$23,000, Mr. Minasian reports. The Chief Administrative Officer has a policy of purchasing only natural gasoline fueled vehicles.

Comments:

1. In December, 1995, the Rules Committee conducted a hearing to consider issues involving the Registrar of Voters with respect to the November 7, 1995 election. At that time, Mr. Bill Lee, CAO, reported that a Task Force composed of election experts from the California Secretary of State's Office, local registrar offices, and individuals from the City's Citizen's Advisory Committee on Elections would review the entire election process and make recommendations to the Mayor and the Board of Supervisors in order to improve future election procedures. According to Ms. Wong, the Task Force has provided its attached recommendations to her. Among the Task Force's recommendations, Ms. Wong advises, are the addition of an MIS Specialist, the addition of a quality control function consisting of a review of voter pamphlets, and the addition of voting at the War Memorial Building, all of which are included in this supplemental appropriation request. Other recommendations of the Task Force will be integrated into the Registrar of Voters FY 1996-97 budget, Ms. Wong reports.

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2. Since the proposed MIS Specialist III is the subject of previous budgetary denial by the Mayor, that position must be approved by a two-thirds vote of the Board of Supervisors.

3. Ms. Wong advises that she has already incurred \$5,500 in increased Permanent Salary costs to refill immediately the Division Manager position while the incumbent was still receiving pay for accumulated vacation and compensatory time. Based on data previously provided by Mr. Nelson, this employee's compensatory time cost was estimated at \$2,805, and her vacation time cost was estimated at \$2,695. This supplemental appropriation request would support only \$1,797 of the total \$5,500 cost. The remainder, or \$3,703 (\$5,500 less \$1,797), will be absorbed by the existing budget of the Registrar of Voters, according to Ms. Wong.

4. Although, as noted above, the appointing authority has the authority to allow or disallow a professional Z class employee to continue on the payroll at the termination of his or her employment until accumulated compensatory time has been exhausted, the Budget Analyst questions a cash payment of an estimated \$2,805 for compensatory time to a professional Z class employee.

**Recommendations:** 1. Reduce the Mandatory Fringe Benefits by \$3,674, from \$14,919 to \$11,245 (File 101-95-52).

2. Based on the recommendations of Mr. McFarland, Director of the Department of Electricity and Telecommunications, reduce Equipment Purchases by \$50,000, from \$54,000 to \$4,000, to delete the expenditure for a new telephone system, which Mr. McFarland advises should not be purchased at this time (File 101-95-52).

3. Approval of \$2,805 for a cash payment for compensatory time to a professional Z-class employee is a policy decision for the Board of Supervisors. As previously noted, Mr. Pryor of the HRD advises that the appointing authority has the authority to allow or disallow an employee with a Z class designation to continue on the payroll at the termination of their employment until their compensatory time off has been exhausted. Mr. Taylor, Clerk of the Board of Supervisors, advises that departments differ in regard to their policies on allowing Z class employees to remain on the payroll until their compensatory time is exhausted. Mr. Taylor advises that, in general, he does not allow Z class employees to remain on the payroll until their compensatory time is exhausted, except in extenuating circumstances, such as illness of the resigning employee.



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4. Approve the supplemental appropriation request, as amended (File 101-95-52).
5. Approve the amendment to the Annual Salary Ordinance. (File 102-95-11).

ITEM NO. 6FILE NO. 101-95-52

AS AMENDED IN COMMITTEE

ORDINANCE NO. \_\_\_\_\_

(Government Funding)

02/28/96

RO# 95146

SA#61

\$141,521

APPROPRIATING ~~\$195,195~~ FROM THE GENERAL FUND RESERVE FOR SALARIES, FRINGE BENEFITS, OTHER CURRENT EXPENSES AND EQUIPMENT FOR THE CREATION OF ONE (1) POSITION AT THE REGISTRAR OF VOTERS FOR FISCAL YEAR 1995-96.

Be it ordained by the people of the City and County of San Francisco:

Section 1. Funds are hereby appropriated for FY 1995-1996 as follows:

Department and Number	Source of Funds and Purpose of Appropriation	Amount Debit	Credit
1G-AGF-AAA	General Fund		
UN-UNA	General Fund Unallocated		
097-09799 (XXXXXX)	General Fund Reserve	\$141,521 <del>-\$195,195</del>	
RG-REG	Registrar of Voters		
001-00101 (805002)	Permanent Salaries		\$18,746
001-00501 (805002)	Temporary Salaries		\$32,370
001-01101 (805002)	Overtime - Miscellaneous		\$9,960
013-01300 (805002)	Mandatory Fringe Benefits		\$11,245 <del>-\$14,818</del>
021-03599 (805002)	Other Current Expenses		\$65,200
060-06199 (805002)	Equipment Purchases		\$ 4,000 <del>-\$54,000</del>
		\$141,521 <del>-\$195,195</del>	\$141,521 <del>-\$195,195</del>



Section 2.

Funds are hereby appropriated for the creation of one (1) position by amendment to the Annual Salary Ordinance (Board of Supervisors File No. 102-95-11) as follows:

<u>Class No.</u>	<u>Classification Title</u>	<u>Rate</u>	<u>Number of Positions Created</u>
1819 N	MIS Specialist III	1936B2354	1

APPROVED AS TO FORM:  
LOUISE H. RENNE, CITY ATTORNEY

FUNDS AVAILABLE  
EDWARD M. HARRINGTON  
CONTROLLER

BY:

Heodore R. Lakey  
DEPUTY CITY ATTORNEY

BY:

John Whelan

DEPARTMENT OF HUMAN RESOURCES

BY:

Burt Wendell Boyer  
DIRECTOR

n:\source\uppro\800s\#61



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Items 3 and 4 - Files 101-95-52 and 102-95-11

**Note:** These items were continued by the Budget Committee at its meeting of February 21, 1996.

**Department:** Registrar of Voters

**Item:** File 101-95-52 - Supplemental appropriation ordinance appropriating \$195,195 from the General Fund Reserve for salaries, fringe benefits, other current expenses and equipment for the creation of one new position for Fiscal Year 1995-96.

File 102-95-11 - Ordinance amending the 1995-96 Annual Salary Ordinance to reflect the creation of one new position, Classification 1819N Management Information Systems (MIS) Specialist III.

**Amount:** \$195,195

**Source of Funds:** General Fund Reserve

**Description:** The proposed supplemental appropriation ordinance would provide funds to the Registrar of Voters for the period February 26, 1996 through June 30, 1996 for permanent salaries and fringe benefits for one new MIS Specialist III, and temporary salaries, other current expenses, and equipment, as follows:

Permanent Salaries	\$18,746
Temporary Salaries	32,370
Overtime	9,960
Mandatory Fringe Benefits	14,919
Other Current Expenses	65,200
Equipment Purchases	54,000
<b>Total</b>	<b>\$195,195</b>

In addition, the proposed ordinance (102-95-7) would amend the 1995-96 Annual Salary Ordinance to reflect the addition of one new MIS Specialist III, as follows:

No. of Positions	Title	Biweekly Salary	Maximum Annual Salary
1	MIS Specialist III	\$1,936 - \$2,354	\$61,439

After the November, 1995 election, certain questions were raised as to the procedures used by the Registrar of Voters in

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the recording and counting of votes. This supplemental appropriation request would fund a new MIS Specialist III position and related costs in order to support information systems and other improvements for the Registrar of Voters. These improvements are intended to ensure better tracking and recording of votes and lessen the likelihood that an election will be jeopardized because of error on the part of the Office of the Registrar of Voters.

Currently, the Registrar of Voters has no position dedicated to the maintaining Department's computer system. Instead, computer system maintenance is performed on an ad hoc basis by various members of the Registrar of Voters staff. The proposed new MIS Specialist III would be solely responsible for maintaining and enhancing the Department's information systems on an ongoing basis, as well as responding to management and client demands for electoral information. According to Ms. Germaine Wong, Registrar of Voters, an MIS Specialist III was eliminated by the Mayor from the Department's FY 1993-94 budget, although the need for that position has continued. Ms. Wong advises that existing staff members perform MIS functions at the expense of their regular job duties, and the addition of this proposed new position would enable the existing staff to carry out their regular responsibilities in a more effective manner.

The cost for this MIS Specialist III for 7.2 pay periods, from March 18, 1996 to June 30, 1996, would be \$16,949. The remaining Permanent Salary costs, at \$1,797 (\$18,746 less \$16,949), would support a portion of the \$5,500 cost (approximately 25 working days) to fund the refilling of one Division Manager position which was done immediately after the prior incumbent resigned. Otherwise, the position could not have been filled until the resigning employee had used all her accumulated vacation and compensatory time off. (See Comment 3.)

The Division Manager who resigned occupied a professional position with a Z class designation. Mr. Wendell Pryor of the HRD advises that the appointing authority (in this case, the Registrar of Voters or the CAO) has the authority to allow or disallow an employee with a Z class designation to continue on the payroll at the termination of their employment until their compensatory time off has been exhausted. Mr. John Taylor, Clerk of the Board of Supervisors, advises that departments differ in regard to their policies on allowing Z class employees to remain on the payroll until their compensatory time is exhausted. Mr. Taylor advises that, in general, he does not allow Z class employees to remain on the



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payroll until their compensatory time is exhausted, except in extenuating circumstances, such as illness of the resigning employee.

According to Mr. Steve Nelson of the Office of the Chief Administrative Officer (CAO), the Division Manager position is needed in connection with preparation work for the primary election in March, 1996.

The Temporary Salary costs, at \$32,370, and Overtime costs, at \$9,960, for a total combined Temporary Salary and Overtime request of \$42,330, are included in the proposed supplemental appropriation. For the purposes of this analysis, we have combined Temporary Salary and Overtime costs, since the Registrar of Voters may transfer expenditures between these two line items, according to Mr. Madden.

Mr. Nelson reports that the Registrar of Voters requires additional funds for Overtime and Temporary Salaries for the following reasons:

- Two new political parties — the Natural Law Party and Reform Party — submitted signature cards for verification at the time of the November, 1995 election, when Registrar of Voters staff was unavailable. Therefore, the Registrar of Voters hired temporary personnel to verify the signature cards;
- In previous years, voters have had the option of voting at City Hall instead of their precinct. In the March, 1996 election, voters will have the option of voting either at 633 Folsom Street, the Registrar's new office, or at the War Memorial. Therefore, the Registrar of Voters will require sufficient personnel to staff both locations for the March, 1996 primary election;
- Overtime hours were incurred to correct procedural problems related to the November, 1996 elections; and
- The Registrar of Voters has added a new quality control function — a review of the ballot pamphlets — that requires additional staff hours.

According to Ms. Wong, specific new expenditures for Overtime and Temporary Salaries are as follows:

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<i>Temporary Salaries</i>	Number of Hours	Approximate Cost per Hour	Total Cost
Voting at War Memorial	400	\$18.50	\$7,400
Voter Pamphlet Oversight	360	18.33	6,600
Two Additional Political Parties — Natural Law and Reform — for November, 1995 election*	240	18.33	4,400
Poll Worker Recruitment	800	18.36	14,700
TOTAL TEMPORARY SALARIES			\$33,100
<i>Overtime</i>			
Voting at War Memorial	100	28.00	2,800
Voter Pamphlet Oversight	120	39.17	4,700
Two Additional Political Parties — Natural Law and Reform — for November, 1995 election*	90	27.78	2,500
Employees to Open Polling Places for 12/12/95 election*	245	20.00	4,900
TOTAL OVERTIME SALARIES			\$14,900
<b>TOTAL OVERTIME AND TEMPORARY SALARY NEED</b>			<b>\$48,000</b>

\*These activities, totalling \$11,800, have already been completed and paid from the Registrar of Voters FY 1995-96 budget.

The following table shows the Budget Analyst's analysis of Overtime and Temporary Salaries for FY 1995-96, based on a projection of year-to-date expenditures, and expenditures associated with the proposed supplemental appropriation request:



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Item	FY 1995-96 Budget	Supplemental Appropriation Request	Actual Expenditures Estimated from 7/1/95 Through 1/31/96	Estimated Expenditures from 2/1/96 Through 6/30/96	Estimated Budget Surplus (Deficiency)
Overtime	\$32,000	\$9,960	\$90,575	\$72,196	(\$120,811)
Temporary Salaries	<u>1,038,645</u>	<u>32,370</u>	<u>510,701</u>	<u>393,486</u>	<u>166,828</u>
TOTAL	\$1,070,645	\$42,330	\$601,276	\$465,682	\$46,017

As indicated on the above table, the Budget Analyst anticipates that the Registrar of Voters will have a surplus of \$46,017. However, Ms. Wong advises that Overtime and Temporary Salary costs will be higher for the March, 1996 primary election than for both of the previous two elections this fiscal year, because each voter must receive a ballot pamphlet specific to his or her political party, and there are eight political parties for this primary election. Based on Ms. Wong's explanation and based on our analysis, we conclude that the \$46,017 surplus estimated above is needed by the Registrar of Voters.

Mandatory Fringe Benefits are included in the proposed supplemental appropriation at \$14,919. Mr. Nelson advises that Mandatory Fringe Benefits are typically calculated at 22 percent of permanent salary costs. Permanent Salary costs are included in this proposed supplemental appropriation request in the amount of \$18,746, of which 22 percent equals \$4,124. Mr. John Madden of the Controller's Office reports that Mandatory Fringe Benefits are required for Temporary Salary costs as well as Permanent Salary costs. Temporary Salary costs are included in the proposed supplemental appropriation request in the amount of \$32,370, of which 22 percent equals \$7,121. Therefore, the total amount of Mandatory Fringe Benefits needed is \$11,245 (\$4,124 plus \$7,121), or \$3,674 less than the requested amount of \$14,919.

Equipment purchases, at \$54,000, include \$4,000 for special equipment required for voting at the War Memorial building. The remaining \$50,000 would support a new telephone system. Mr. Dan McFarland, Director of the Department of Electricity and Telecommunications advises against the purchase of a new telephone system, because establishing a new phone system would not remedy the existing call processing problems. Mr. McFarland reports that DET is working very closely with the Registrar of Voters, Pacific Bell, and Siemens/ROLM to put in place solutions to resolve



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any call processing problems. These solutions include the use of an automatic call distributor and establishing maintenance fixes associated with the present Pacific Bell Voice Mail System, according to Mr. McFarland.

Other Current Expenditures, at \$65,200, would support the following:

<u>Item</u>	<u>Quantity</u>	<u>Cost</u>
Ballot card reader rental	4	\$2,000
Van purchase	1	7,100
Printers	3	7,500
Personal Computers	9	19,800
Voting Booth Lights	4,000	28,800
Total Other Current Expenditures		\$65,200

According to Mr. Ara Minasian of the Purchasing Department, the costs for the Van Purchase, Printers, and Personal Computers are reasonable. Mr. Minasian advises that the Purchasing Department is unable to provide cost information for the Ballot Card Reader Rental or the Voting Booth Lights. The \$7,100 amount for the purchase of a van would supplement \$15,000 already included in the Registrar of Voters budget. The cost of a natural gasoline fueled van would be \$22,000 to \$23,000, Mr. Minasian reports. The Chief Administrative Officer has a policy of purchasing only natural gasoline fueled vehicles.

Comments:

1. In December, 1995, the Rules Committee conducted a hearing to consider issues involving the Registrar of Voters with respect to the November 7, 1995 election. At that time, Mr. Bill Lee, CAO, reported that a Task Force composed of election experts from the California Secretary of State's Office, local registrar offices, and individuals from the City's Citizen's Advisory Committee on Elections would review the entire election process and make recommendations to the Mayor and the Board of Supervisors in order to improve future election procedures. According to Ms. Wong, the Task Force has provided its attached recommendations to her. Among the Task Force's recommendations, Ms. Wong advises, are the addition of an MIS Specialist, the addition of a quality control function consisting of a review of voter pamphlets, and the addition of voting at the War Memorial Building, all of which are included in this supplemental appropriation request. Other recommendations of the Task Force will be integrated into the Registrar of Voters FY 1996-97 budget, Ms. Wong reports.



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2. Since the proposed MIS Specialist III is the subject of previous budgetary denial by the Mayor, that position must be approved by a two-thirds vote of the Board of Supervisors.

3. Ms. Wong advises that she has already incurred \$5,500 in increased Permanent Salary costs to refill immediately the Division Manager position while the incumbent was still receiving pay for accumulated vacation and compensatory time. Based on data previously provided by Mr. Nelson, this employee's compensatory time cost was estimated at \$2,805, and her vacation time cost was estimated at \$2,695. This supplemental appropriation request would support only \$1,797 of the total \$5,500 cost. The remainder, or \$3,703 (\$5,500 less \$1,797), will be absorbed by the existing budget of the Registrar of Voters, according to Ms. Wong.

4. Although, as noted above, the appointing authority has the authority to allow or disallow a professional Z class employee to continue on the payroll at the termination of his or her employment until accumulated compensatory time has been exhausted, the Budget Analyst questions a cash payment of an estimated \$2,805 for compensatory time to a professional Z class employee.

**Recommendations:** 1. Reduce the Mandatory Fringe Benefits by \$3,674, from \$14,919 to \$11,245 (File 101-95-52).

2. Based on the recommendations of Mr. McFarland, Director of the Department of Electricity and Telecommunications, reduce Equipment Purchases by \$50,000, from \$54,000 to \$4,000, to delete the expenditure for a new telephone system, which Mr. McFarland advises should not be purchased at this time (File 101-95-52).

3. Approval of \$2,805 for a cash payment for compensatory time to a professional Z-class employee is a policy decision for the Board of Supervisors. As previously noted, Mr. Pryor of the HRD advises that the appointing authority has the authority to allow or disallow an employee with a Z class designation to continue on the payroll at the termination of their employment until their compensatory time off has been exhausted. Mr. Taylor, Clerk of the Board of Supervisors, advises that departments differ in regard to their policies on allowing Z class employees to remain on the payroll until their compensatory time is exhausted. Mr. Taylor advises that, in general, he does not allow Z class employees to remain on the payroll until their compensatory time is exhausted, except in extenuating circumstances, such as illness of the resigning employee.



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**4. Approve the supplemental appropriation request, as amended (File 101-95-52).**

**5. Approve the amendment to the Annual Salary Ordinance. (File 102-95-11).**

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